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ABSTRACT

Participants in the learning session described will become familiar with successful public participation strategies and learn about the role of advisory groups in developing public participation programs. The manual is designed to guide instructors who will facilitate the 65-minute session for citizen groups. A slide-tape program is available to supplement this component of the Working for Clean Water Program. (Author/WB)

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Working for Clean Water

An Information Program for Advisory Groups

Public Participation

Instructor Guide

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION

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This project is dedicated to the memory of Susan A. Cole.

Public Participation

Public participation plays an increasingly important role in decision making. This trend will continue as governments at all levels put more emphasis on citizen involvement.

Persons participating in this presentation should:

- Learn what public participation is and why it is important
- Become familiar with the principles and techniques for successful public participation programs
- Understand the role of advisory groups in helping develop a successful public participation program.

Required Materials

☐Set of slides and cassette tape for the audiovisual presentation, "The Bellevue Experience: A Public Participation Puzzle."

☐Set of transparencies with overhead projector or a flip chart with easel and/or chalkboard for guided discussion.

☐Slide projector, cassette tape player, and screen.

☐Copy of the handbook, "Public Participation" for each participant.

☐Copies or situation exercise sheets for each participant.

☐Map of the local area.

Important Notes

1. This instructor guide features several options:

   a. show the slide-tape program without substantive discussion

   b. discuss the important principles and considerations of public participation in water quality planning

   c. engage in situation exercises about public participation.

Any combination of the options may be used, but almost all of them are necessary for the total picture. If all options are used, the one-hour presentation will be insufficient.

2. Establish an atmosphere that invites participation and a willingness to share views. This objective can be accomplished by talking with participants prior to the presentation, and by circulating among the participants while the presentation is being conducted.

3. The audiovisual presentation is an important element in the discussion of public participation principles. Therefore, the instructor needs to preview the script for the slide-tape program.

4. Prepare copies of the situation exercise sheets for all participants. The instructor may use the situation exercise sheets provided in the Appendix of this guide, or may develop other sheets that are more pertinent to the local situation.

5. Situation exercises are types of simulations in which participants can relate to real-life situations, or can practice newly acquired skills or knowledge. The exercises have two fundamental elements: a structure and role playing. The structure includes the rules for the simulation, the task to be performed, and special conditions that must be observed. Participants are usually asked to represent a group or an individual, perhaps themselves.

6. The instructor may want to have a public participation expert on hand to relate his/her experiences (good/bad) with cases of local interest.

Suggested Activities

Introductory Comments	10 minutes
Audiovisual Presentation	17 minutes
Guided Discussion	33 minutes
Closing Remarks	5 minutes
TOTAL TIME	65 minutes

Introductory Comments (10 minutes)

1. Cite an example from the local area where public participation:

   a. helped something happen

   b. was a factor in a project being delayed or stopped.

The example could be any project, as long as it illustrates the importance of public participation. (This guide is designed to help gain understanding about the role of the advisory group in relation to the development of a public participation program.)

2. Ask participants to relate any local public participation concerns about the project which should be addressed. List these items on a chalkboard or flip chart.

3. Discuss how public participation can deal with issues such as those raised by the participants through involvement in planning. Public participation improves decision making through:

- Incorporation of community values
- Formulation of better plans
- Assurance of reasonable costs
- Public support
- Possible resolution of controversies leading to increased likelihood of plan implementation.

Use chart 1 on Public Participation Contributions.

4. In a case study featured in the handbook, the Pennypack Watershed Association in Pennsylvania developed enough grassroots support within the region to prompt the regulatory agency to make a thorough study of their wastewater treatment idea. Simply put, the regulatory agency responded to the public's wishes.

5. A contrary example, where the public felt that local government was ignoring their wishes, occured over a stormwater management controversy in Bellevue, Washington.

Use Chart 2 on Community Involvement Principles

6. In viewing the slide-tape program on Bellevue, ask the participants each to assess how well the basic community involvement principles were followed:

- Careful planning
- Citizen feedback
- Appropriate and timely activities.

A/V script is in the Appendix in case of equipment failure.

Audiovisual Presentation (17 minutes)

1. Show the slide/tape program on public participation.

2. Ask participants to write down any questions they have during the presentation.

Guided Discussion (33 minutes)

1. Comment on Bellevue, WA...city of 69,000 people...City Council that responded to a citizen's concern...established an advisory group of citizens who worked for 2½ years...open meetings...a Council that took the group's advice, and passed an ordinance to create a stormwater management agency...launched a public education program for building support for the project... BUT everything fell apart!

Let us analyze what happened, and learn about public participation in the process.

Again, use Chart 2 on Community Involvement Principles.

2. Ask the question, "Was careful planning for public participation done in Bellevue?" Get brief opinions from respondents.

> *There was no ongoing, organized citizen involvement effort. It was on a crisis-by-crisis basis with no overall direction. There was no monitoring of process effectiveness.*

3. Ask another question, "Was there opportunity for feedback through various activities?"

> *Indeed, there was a great deal of public participation: Citizen committees, petitions by opponents, meetings and hearings, educational tours, advisory ballots, and media galore (news articles, letters-to-the-editor, brochures, slide presentations, radio and TV coverage)... BUT, many people still felt they were being ignored. Therefore, it appears that the activities may not have been appropriate or timely enough to get the desired citizen feedback.*

4. In water quality projects, workplans are used to bring together the diverse aspects of public participation programs.

Use Chart 3 on Workplan Components.

In facility and water quality management planning, U.S. EPA regulations call for workplans in which public participation activities are matched to the objectives and schedule of the project.

5. Ask the participants now to direct their attention to two important components of a workplan: activities schedule, and communication techniques.

6. First, categories of communication techniques are reviewed. Then, their use in an activities schedule is covered.

7. All communication approaches are either information giving (notification) or information receiving (consultation). Both are necessary for an effective public participation program of dialogue and feedback. Which of these information-giving techniques are local residents most familiar with?

Use Chart 4 on Public Participation Techniques.

Explain any activities that may be new to the public, such as fact sheets or responsiveness summaries.

8. Similarly, which of the information-receiving techniques are local residents most familiar with for dialogue or feedback purposes?

Use Chart 5 on Public Participation Techniques.

9. These techniques are not chosen in a haphazard manner. They must be linked closely to project objectives and key decision points. Other considerations also must be taken into account:

- Strengths and weaknesses of techniques
- Money and time requirements
- Personnel
- Community receptivity.

However, the main consideration is a match of techniques to project objectives at decision points in time. How well was this done in Bellevue?

Write on chalkboard or flip chart: "Techniques ↔ Objectives".

Since there was no concerted public participation plan, opportunities were missed. For example, television and radio were used very little. However, the newspapers covered the controversy, and assisted opponents to the plan by putting them in touch with each other.

10. Still, many different techniques were used in Bellevue. The trick is timing. A public participation activities schedule is needed to coordinate the techniques for citizen involvement. This schedule is keyed to decision points in the planning process.

Use Chart 6 on Planning Elements.

Write appropriate techniques adjacent to the planning elements as the example is discussed.

11. Both types of techniques — information giving and information receiving — are used with each planning element. In the early stages when identifying problems and compiling data, possible public participation techniques include:

Information giving — fact sheets, news releases
Information receiving — meetings, workshops

Different objectives come into play later in the planning process. Instead of determining needs and problems, clarifying project issues and tradeoffs become more important. Different public participation techniques also may be used:

Information giving — briefings, responsiveness summaries
Information receiving — surveys, meetings

Advisory groups can be used throughout.

Were the citizen involvement activities used at Bellevue, timely?

Since Bellevue lacked a public participation plan, activities were not timed for maximum effectiveness. For example, there was a seven month lag between public information about a double billing, and the bill in the mailbox.

12. From the perspective of the citizens, public participation aims at citizen involvement in planning. Planners also view public participation in another light — constituency building. This concern is crucial to the implementation of a plan.

In Bellevue, why didn't the vast array of participation activities contribute to building a supportive constituency?

A couple of reasons may account for the constituency problems at Bellevue:

a. Opponents to the plan were not identified and involved in the beginning.

b. Several community leaders were involved, but they ended up working in a vacuum created by time constraints, public ignorance, apathy, and assumptions of a base of support that really did not exist.

13. A short problem-solving exercise may be useful at this time. If conducted, a case study for the local area would be most

appropriate. Have the participants:

- Determine which objectives are important.

- Select public participation techniques that are appropriate for the objectives.

- Compare their advantages and disadvantages.

- Discuss the factors in implementing a local program that uses these objectives and techniques.

14. Another option is situation exercises, which can be used for several purposes. They can be used to emphasize important points; they can cover incidential matters; a change of pace or exchange of ideas can be accomplished with them.

15. Situation exercises are simple to perform, and they can be quite refreshing. Conduct the following sequence of activities:

Use situation exercise sheets in the Appendix.

a. Assign the participants to groups of three or more persons.

b. Pass out the situation sheets to each person.

c. Give each group a few minutes to discuss the options and to record their ideas.

d. Ask for a show of hands on the various options.

e. Then, explore the ramifications and tradeoffs of the various options.

Encourage personnal experiences to be given during the exchanges.

Closing Remarks (5 minutes)

1. Summarize the key points of the discussion. Note the conclusions given in the citizen handbook.

2. Answer any remaining questions.

Selected Resources

Bleiker, Annemarie. Citizen Participation Handbook for Public Officials and Other Professionals Serving the Public. 3rd Edition. Laramie, WY: Institute for Participatory Planning, 1978.

This manual informs the user about the basic principles and techniques of public participation. It uses a matrix to match participation objectives and techniques. The handbook can be ordered from Institute for Participatory Planning, University Station, Box 4068, Laramie, WY 82071.

Pogell, Suzanne M. "Government-Initiated Public Participation in Environmental Decisions," Environmental Comment. Washington, DC: Urban Land Institute, April 1979. pp. 4-6.

This article discusses public participation with respect to the key elements of an open and effective communication system: awareness, access, information, opportunity, and planning. Environmental Comment is a monthly publication of the Urban Land Institute, 1200 18th St., NW, Washington, DC 20036.

Public Participation Handbook for Water Quality Management. Water Quality Management Guidance 6-76-02. Washington, DC: U.S. Environmental Protection Agency, June 1976.

This handbook is designed to provide state and areawide agencies with assistance in carrying out water quality planning and implementation. It can be obtained from Library Services, Mail Drop 35, U.S. Environmental Protection Agency, Research Triangle Park, NC 27711.

Ragan, James F., Jr. Effective Public Meetings: Guide 1. Washington, DC: U.S. Environmental Protection Agency, Office of Public Affairs, May 1977.

This guide discusses the best ways to use public meetings and how to make them work. The document is available from Library Services, Mail Drop 35, U.S. Environmental Protection Agency, Research Triangle Park, NC 27711.

Rastatter, Clem L., ed. Municipal Wastewater Management: Citizens Guide to Facility Planning. FRD-6. Washington, DC: U.S. Environmental Protection Agency, Office of Water Program Operations, January 1979. 263 pp.

A publication prepared by the Conservation Foundation, Washington, DC, which provides a selected and extended discussion of public participation activities pertinent to facility planning. This publication can be obtained from the General Services Administration (8FFS), Centralized

Mailing Lists Services, Building 41, Denver Federal Center, Denver, CO 80225. Be sure to mention the publication title and FRD numbers when ordering.

A Training Workshop on Public Participation Skills and Requirements for Project Managers in the Wastewater Treatment Construction Grants Program. State of Maryland, Annapolis: Barry Lawson Associates, Inc., July 17 and 18, 1979. Approximately 100 pp.

This manual is an excellent collection of materials on considerations in conducting public participation programs. It features situation exercise sheets, three of which are used in the instructor guide. The manual is available from Barry Lawson Associates, Inc., 148 State Street, Boston, MA 02109.

Water Quality Management Accomplishments Compendium 1. Publication Number EPA-440/3-77-026. Washington, DC: U.S. Environmental Protection Agency, Water Planning Division, December 1977.

Document contains case studies of water quality management project accomplishments. It can be obtained from Library Services, Mail Drop 35, U.S. Environmental Protection Agency, Research Triangle Park, NC 27711.

Federal Register, Vol. 44, No. 34. Environmental Protection Agency - Public Participation Programs under the Resource Conservation and Recovery Act, the Safe Drinking Water Act, and the Clean Water Act: Final Regulations. February 16, 1979. pp. 10286-10297.

The implementing regulations, with which the instructor should be thoroughly familiar. See local librarians for copies.

Federal Water Pollution Control Act of 1972 (Public Law 92-500), as amended by the Clean Water Act of 1977 (Public Law 95-217).

The generic legislation, with which the instructor should be at least generally familiar.

Appendix

A. Contents of charts for use by instructor in the suggested activities. These charts may be used to make transparencies or the contents may be copied onto chalkboards.

1. Public Participation Contributions
2. Community Involvement Principles
3. Workplan Components
4. Public Participation Techniques (Information Giving)
5. Public Participation Techniques (Information Receiving)
6. Planning Elements

B. Handouts for use by the instructor in the guided discussions. Copies will need to be made for each participant.

1. Situation Exercise Sheets
    a. Situation A: Program Effectiveness
    b. Situation B: Public Participation Sham?
    c. Situation C: Advisory Group Membership
    d. Situation D: Program Staffing

C. Copy of the script for the slide-tape program, "The Bellevue Experience: A Public Participation Puzzle".

Public Participation Contributions

Community values
Better plans
Reasonable costs
Public acceptance
Controversy resolution

Community Involvement Principles

Careful planning
Citizen feedback
Appropriate and timely activities

Workplan Components

Activities schedule
Communication techniques
Targeted public
Staff
Budget
Coordination with agencies

Public Participation Techniques

Information Giving

Newsletters
News releases
Fact sheets
Brochures
Announcements

Briefings
Seminars
Reports
Responsiveness summaries

Public Participation Techniques

Information Receiving

Advisory groups
Task forces
Review groups
Public meetings
Public hearings
Surveys
Workshops
Interviews
Referendums
Phone-in programs

Planning Elements

Identifying problems
Establishing goals and objectives
Compiling data
Developing alternatives
Selecting plan
Implementing and revising plan

SITUATION A: PROGRAM EFFECTIVENESS

You attend a public meeting in a community where some citizens have voiced complaints that the consultant has not conducted an effective public participation program. At the meeting, you begin to understand why they have been concerned: there is only a small turnout; the citizens who speak seem uninformed and confused; a slide presentation prepared by the consultant has left even you not knowing exactly what the recommended alternative involves; and the consultant seems unable to respond to questions directly, leaving issues "to be clarified later." During a short break you:

_____ (a) ask the consultant to schedule another meeting and have an elected official or a responsible local group plan and conduct it, with costs covered out of the Step One public participation budget;

_____ (b) decide to intervene at the meeting and take the floor yourself;

_____ (c) decide to talk with the consultant afterwards about meeting with you and a public participation expert from EPA or the state to discuss ways to conduct a better program;

_____ (d) other: _____

_____.

Exercise developed by Barry Lawson Associates, Inc.

SITUATION B:. PUBLIC PARTICIPATION SHAM?

Your review of a facility plan shows that only 20 people attended the required public hearing in a community with a population of over 10,000 people. You are not too concerned by this until the sole "anti" from the hearing comes to your office armed with the new regulations and claims that the small turnout is proof that the public participation program was a sham. You escape unscathed, but then must determine for yourself how good the program was. A full scale public participation program was supposed to have been conducted. You decide to (choose as many as necessary):

_____ (a) contact the consultant and discuss what was done in detail;

_____ (b) survey plans of other communities of similar population size to see if a 20-person public hearing is really unusual under the new regulations;

_____ (c) find out who attended the meeting, contact them, and try to learn how well they represented the populace;

_____ (d) have a meeting with the Advisory Group to discuss the public participation program;

_____ (e) get in touch with the authorized representative for the community;

_____ (f) get help from the public participation people in EPA or the state;

_____ (g) see if the legal requirements were met;

_____ (h) other: _____

_____.

Exercise developed by Barry Lawson Associates, Inc.

SITUATION C: ADVISORY GROUP MEMBERSHIP

You have a meeting scheduled for tomorrow morning with a consultant who wants to discuss advisory group membership in a Step One community with a full scale public participation program. To prepare for the meeting, you decide to draw up a list of the criteria *you* would use if you had to select the advisory group. The top three items on your list are:

1. _____

   _____

2. _____

   _____

3. _____

   _____

When the consultant arrives for the meeting, you discover that the main problem is that the authorized representative for the community wants to limit the size of the advisory group to only three members. The consultant is not sure that this will meet the spirit of the public participation regulations. Your reaction is:

_____ (a) that a small advisory group might be more efficient and you're willing to give it a try;

_____ (b) that an advisory group with only three members can't possibly represent the community, and there will have to be at least five members;

_____ (c) that the consultant should compare the three members who have been nominated with the community's characteristics to see how representative they are;

_____ (d) that the best thing to do is call EPA's public participation people and find out if there is any policy on this question;

_____ (e) other: _____

_____.

Exercise developed by Barry Lawson Associates, Inc.

SITUATION D: PROGRAM STAFFING

The president of an engineering consulting firm comes to you and asks your advice about the best way to handle public participation staffing. Your response is that:

_____ (a) it is best to have the engineer for the project do the public participation, since that way you can be sure that the public input has a direct channel into the planning work;

_____ (b) the firm should hire a public participation specialist, since it is unrealistic to expect most engineers to be well-versed in public participation skills;

_____ (c) public participation should be done by a specialist, but a public participation consultant should be used rather than hiring a staff person;

_____ (d) in each Step One community, the firm should sub-contract with a local individual or organization to conduct the entire public participation program;

_____ (e) the firm should retain overall responsibility for public participation, but sub-contract for specific tasks (for example, hire a local organization to conduct a public meeting);

_____ (f) the firm should encourage communities to write separate contracts for the engineering work and the public participation, and leave it up to the community to decide how to staff and manage the public participation program;

_____ (g) other: _____

_____

Exercise developed by Barry Lawson Associates, Inc.

Audiovisual Script

THE BELLEVUE EXPERIENCE
A PUBLIC PARTICIPATION PUZZLE

Slide Description	Narrative
1. Black slide	
2. Pic: Puzzle piece--citizen	CITIZEN: With all of those people as angry as they were, I was afraid there was going to be a vigilante mob or something such as that. You know it wasn't the money, it was finally, I guess, how can government get away with doing this and not telling anybody about it?
3. Pic: Puzzle piece--elected official	ELECTED OFFICIAL: We honestly and truly thought that we indeed had informed the public. We had certainly made every honest attempt to involve the public, to tell them about this new concept.
4. Words: THE BELLEVUE EXPERIENCE/ A Public Participation Puzzle	NARRATOR: Citizens who felt left out of a decision-making process ignited the biggest controversy Bellevue, Washington, has ever experienced. The city is still reverberating from their outrage.
5. Pic: Puzzle	NARRATOR continuing: Today's complex problems demand ingenuity in fitting the citizen voice into the planning process. Bellevue's leaders are still analyzing the way they put it together. Looking for missing pieces.
6. Pic: Joan Way and son by stream	CITIZEN: I was a total unknown to them, never having participated in government in any way. NARRATOR: Our story begins in 1969 with Joan Way who lives on Kelsey Creek (that's one of Bellevue's network of streams), and it continues today.
7. Pic: Salmon	NARRATOR, continuing: Throughout, the government and citizens experienced and learned from many forms of public participation; voting, planning, advising, monitoring and opposing.
8. Pic: Turbulent water	CITIZEN: My interest was prompted simply by high, rushing water, wondering where it was coming from, what was causing it.

9.	Pic: Diagram--runoff	CITIZEN, continuing: The thing that many people do not realize is that nature provides a drainage system. Water goes down hills to the lowest point where there is a stream. Now the question is, is a municipality as it urbanizes going to retain nature's drainage system or in some way modify it, or completely put it under ground?
10.	Pic: Geese in stream	NARRATOR: Bellevue was using open streams as its storm drainage system. It never had time to develop the usual underground pipe method because it grew so rapidly.
11.	Pic: Aerial view of city, Mt. Rainier in background	NARRATOR, continuing: It had expanded from a classic bedroom suburb of Seattle into the fourth largest city in Washington with a population of nearly 70,000 mostly affluent, educated professionals.
12.	Pic: Toy boat	CITIZEN: I decided to try to protect this stream and to try to form a watershed preservation group.
13.	Pic: Bellevue City Council	CITIZEN, continuing: So I went one night to the City Council, and I said something should be done to retain the streams. NARRATOR: The City Council's response was to appoint her and six others to a Citizens Advisory Committee on Stream Resources.
14.	Pic: Newspaper clipping of streams committee	NARRATOR, continuing: After three and a half years of study and planning in open meetings, the committee proposed a comprehensive system of storm and surface water management which preserved the open stream system.
15.	Pic: Chart--utility's function	NARRATOR, continuing: They recommended the formation of a utility to carry out the program and a service charge method of funding based on the amount of impervious surface on each piece of property. An innovative solution to an urban problem as old as cement and blacktopped land.
16.	Pic: Nancy Rising, City Council	CITY COUNCIL MEMBER: Once you had looked at the problem, once you had seen what the various alternatives were, there was just really only one solution to dealing with it and that was a utility.

17. Pic: Rising and L. Joe Miller, City Manager

CITY COUNCIL MEMBER, continuing: It seems to us to be a tremendously progressive thing.
CITY MANAGER: Unconventional.
CITY COUNCIL MEMBER: Yes, we're saying wait a minute, let's work with nature, and besides that not only do we have some aesthetic benefits but we save money. Can't beat that!

18. Pic: Utility window

NARRATOR: The City Council signed the ordinance creating the Storm and Surface Water Utility, confident that the public would be proud of the model plan too. After all, it was in response to citizen concerns and it was developed by citizens.

19. Pic: Hector Cyre, Utility Manager

UTILITY MANAGER: But to say that they fit the characteristic of the city is probably not accurate. Yet those were the people City Council was hearing from, the City Manager was hearing from, the Director of Public Works was hearing from.

20. Pic: Susan Hall, public participation consultant, Hall & Associates

NARRATOR: Susan Hall, a public participation consultant who did a study of the Bellevue experience, sees a missing piece.
CONSULTANT: In a microcosm it was a perfect citizen involvement effort. But what they forgot was the general public out there really didn't know what they were doing and didn't know what was going on.

21. Pic: Drainage utility goals

CITY COUNCIL MEMBER: So we passed this and it wasn't to go into effect until about June. In the meantime we sent out flyers in the Utility envelopes. We foolishly thought that those had been read and we foolishly thought that that would inform people.

22. Pic: Utility fact sheets

CITIZEN: They had plenty of publicity. It just wasn't presented in such a way that would have caught the eye or the interest even of the average person living around here.

23. Pic: Utility building

NARRATOR: The new Utility needed the initial rate charge to get it off the ground. So when data processing failed to get the first bills out in June, the Utility decided to combine that June billing with the second billing.

24.	Pic: Utility bill	NARRATOR, continuing: In September, therefore, a bill for four months instead of the usual two hit Bellevue mailboxes. Most were for less than eight dollars. VOICE MONTAGE: He walked through the door with this crazy bill in his hand and said, "Look at what they're sticking us with now."
25.	Pic: Angry citizen	VOICE MONTAGE, continuing: The whole block just sort of--it just seemed to stun 'em. They're going to tax us for the winds that blow next.
26.	Pic: Storm drain cover	VOICE MONTAGE, continuing: I got phone calls in the middle of the night. I got called every name under the sun. I even got some phone calls from people who were mad because their bills hadn't come.
27.	Pic: Chart--communication breakdown	VOICE MONTAGE, continuing: There was a total breakdown in communication between City Hall and the people living out in the community. Inflation was just out of bounds. And all of a sudden this nitwit city decides that they're going to take some more from 'em. Oh no, we had no idea that we could possibly screw it up so badly.
28.	Pic: News clipping--protest	NARRATOR: Bellevue had a citizens' revolution headed by a quickly organized group of opponents known as VOTE - Victory Over Tax Excess. They had an issue directly concerning the public, visibility in the media and a definite goal: stopping that Utility.
29.	Pic: Petition	NARRATOR, continuing: Two months after the first Utility bills went out, VOTE presented referendum petitions with 8,500 signatures, enough to put the City Council on edge.
30.	Pic: Betty Chandler, VOTE organizer	VOTE LEADER: The more commotion we stirred and the more signatures we got, the more room was given us in the paper.

31. Pic: L. Hayden Thompson, VOTE organizer

NARRATOR: Another leader of the opposition is L. Hayden Thompson.
VOTE LEADER: To this date everybody wants to talk about the damn storm water problem and they think that that's the issue. The merits of storm water coincidentally happen to get wrapped up in a very politically naive and incredible decision-making process on the part of city government.

32. Pic: Polluted stream

VOTE LEADER, continuing: Saying we have a problem, we don't have the money to pay for it. We know the people will never approve of it. So we're going to figure out a way to do it anyway.

33. Pic: City council meeting

VOTE LEADER: It's an abdication, I say, a violation of the mandate they received as city officials to represent their constituency. That's the whole point right there. And this was a visible thing on the local level, which to vent your overall frustration with the whole damn process of government and it was spontaneous.

34. Pic: News clipping--Task Force

NARRATOR: More than 8,000 signatures couldn't be ignored by the City Council. People will still argue about what should have been done, but at the time pressure seemed intense. The Council put the Utility on hold, stopped billing and appointed a thirteen-member Task Force to reevaluate the entire storm drainage problem. Equal numbers of supporters and critics were on that Task Force, assuring a broader range of input from the public.

35. Pic: Way and son leaving stream

UTILITY MANAGER: As far as citizen involvement is concerned you always try and find the people who are going to be supportive because they're going to go out and they're going to help lead the program along.

36. Pic: Chandler shaking finger

UTILITY MANAGER, continuing: And at the same time you try to find those who are most likely to be opposed to it, find out what their greatest concerns are and answer those concerns before you get to a decision-making stage.

37. Pic: Chandler at meeting

UTILITY MANAGE continuing: That way you've got the person who is probably likely to be your greatest opponent standing up and saying, well, I don't necessarily like it but I've been involved in it and I can live with it.

38. Pic: Chandler's hands

CITIZEN: I was accused of having sold all of the people who signed the petition down the drain. I was accused of being bought by the city.
NARRATOR: Betty Chandler was one of those opponents who reluctantly joined the Task Force.

39. Pic: Chandler

CHANDLER: In all that time of course I was gaining more and more information and talking with the people down at the drainage utility office and at that point we had become friends although we were still on opposite sides of the fence.

40. Pic: Chandler and Cyre

NARRATOR: Prompted by understanding through education, or trust generated through face-to-face contact with city officials, or something else, Betty Chandler changed her mind.

41. Pic: Task Force meeting

NARRATOR, continuing: In six months of compromise, the Task Force came to the same conclusion as the original Streams Committee--that a Utility is the best solution for Bellevue. The unanimous report called for a public advisory ballot.

42. Pic: Advisory ballot

NARRATOR, continuing: Rather than asking, do you want a Utility, the ballot asked, how do you want to pay for it, through the general fund or through a utility service charge?

43. Pic: Thompson

NARRATOR, continuing: And the public felt left out of the decision-making process.
CITIZEN: The decision as to what they're gonna do has already been made. Now it's subject to some modification, maybe hold off on it for a while, but sooner or later it's coming.

44.	Pic: Open public participation process	CONSULTANT: It's very important that the public feels that they were involved in the alternative selection stage--when your're narrowing down the alternatives and deciding which actions are really feasible. I'd say one of the most important goals of a public participation program is to make sure that everyone feels it was an honest, open process.
45.	Pic: Advisory ballot--general fund checked	NARRATOR: The general fund option won by a small margin. That was not the result that would have allowed the Utility to proceed as planned. Even after the outcry after the double billing the city had not been able to make clear to a majority of citizens what was so clear to itself.
46.	Pic: Group eating	CITIZENS: "I am living here but I don't know anything about storm business or anything else." "I really can't answer it because I really don't know if it's needed." "I'm not even aware of what you're talking about."
47.	Pic: Puzzle piece--relevant problem	CONSULTANT: It's very important that the public believe there's a real problem; and that problem has to be meaningful to the public. They have to know that they have a stake in solving the problem.
48.	Pic: David Suffia, reporter	REPORTER: In terms of selling the project, public relations, the City just hasn't done it. Most bureaucrats now think like bureaucrats, and they can't conceive that there's an easy way to explain something.
49.	Pic: Empty press chairs	REPORTER, continuing: It's relatively easy to get good press and it's relatively easy to avoid bad press.
50.	Pic: City Council	NARRATOR: In spite of the advisory vote to the contrary, the City Council did not change the Utility's method of funding. Instead, it appointed another committee to review the entire question once more. CONSULTANT: It seemed that City Council was not listening.
51.	Pic: Committee looking at charts	NARRATOR: This committee came to the same conclusion as the first two--a utility is necessary. Again, an advisory ballot was held on essentially the same issue--how to pay for storm drainage.

52.	Pic: City Council meeting	REPORTER: It was a very gutsy thing to do in terms of the majority of the Council in that they knew that if they put this back on the ballot and reimposed a fee, there were going to be screams. PLANNER: There is always going to be opposition.
53.	Pic: Citizen talking to staffperson	PLANNER, continuing: I think citizen involvement is very, very important to guide the planning process. But not only are you paid as a professional by citizens, but then elected officials are elected by citizens to make decisions and at some point you have to make a decision.
54.	Pic: Newspaper stand	NARRATOR: Before this ballot, a public education campaign was carried out which brought the issue to the public more clearly than in the previous seven years, through tours of the streams, news articles, letters-to-the editor.
55.	Pic: Brochure being delivered	CITIZEN: I personally went around and delivered little brochures to a number of homes.
56.	Pic: Brochure	NARRATOR: Slide presentations, radio and television coverage. This is Close-Up from KBES. Today begins the first of a series of close-ups in which we will tour some of the problems in Bellevue with water runoff.
57.	Pic: Cyre giving speech	UTILITY MANGER: In speaking before groups who may have asked what is this impervious surface thing, I sort of use the corollary--if you want to find out the effect of impervious surface on runoff, ask any baldheaded man who has walked in a rainstorm.
58.	Pic: Advisory ballot--utility charge checked	NARRATOR: The service charge option won a decisive victory. That was in the Fall of 1976. CITIZENS: It's gotta be paid for, there's no question about it.
59.	Pic: Boy looking at stream	CITIZENS, continuing: And if we don't do something about the way they're building and stuff, all the streams are gonna be gone. And I think that's really important.

60. Pic: Rodney D. Stroope, Manager, Water Quality Planning Div. (METRO)

NARRATOR: Other municipalities and water quality agencies have kept an eye on Bellevue's storm drainage controversy.
PLANNER: One of the primary reasons that METRO was interested in documenting the case study is, for one, Bellevue is a success story in that they came against a problem and while at any one time there were people going in different directions, wondering why in the world they were even in this program at all, they didn't back down from basically what they set out to do.

61. Pic: Man watching committee

PLANNER, continuing: And it is a success in that it was followed through for the time that it's going to take anything. So many people expect a piece of legislation to be up and running in two years and if it's not they feel disappointed and often times the impetus is dropped. But Bellevue stayed with it.

62. Pic: Stream construction

PLANNER, continuing: Bellevue went all the way in terms of addressing the problem. They didn't just stop short with solving a flooding problem. They actually went out and set up an inspection program.

63. Pic: Water quality analysis

PLANNER, continuing: Set up a regulatory program, went all the way. That's why it's important.

64. Pic: Citizens studying plan

CITY COUNCIL MEMBER: I frankly think we did a lot of things right.
NARRATOR: The city officials gained skills in involving many segments of the public. The entire storm drainage question was opened to intense public scrutiny. Citizens spent years studying the issues and drafting legislation.

65. Pic: Thompson

NARRATOR, continuing: Opponents effectively organized, made their views known . . .

66. Pic: Citizens in meeting

NARRATOR, continuing: . . . and voters participated in countless meetings, hearings, and votes.

67.	Pic: Rising and citizen talking	CITY COUNCIL MEMBER: We certainly tried, we were certainly sincere. NARRATOR: Each citizen involvement situation is so different, that learning to put the puzzle together doesn't guarantee the shape of the pieces won't change the next time. But there are some basic components that can get the process off to a good start.
68.	Pic: Puzzle piece--awareness	CONSULTANT: Awareness is important, both the government and the public need to accept the value of long-range planning for far-sighted solutions.
69.	Pic: Puzzle piece--organized public participation program	CONSULTANT, continuing: The major deficiency in Bellevue's experience is that it did not have an ongoing, organized citizen involvement effort. Instead it was on a crisis by crisis basis, with no overall direction or responsibility for carrying it out.
70.	Pic: Puzzle piece government commitment	CONSULTANT, continuing: It's important to have government commitment to the planning process. Citizens must feel that the elected officials value what the citizens are telling them and that they take it seriously. Citizens also need feedback on how their ideas are being used.
71.	Pic: Puzzle piece--constituency building	CONSULTANT, continuing: Constituency building is something that you have to consciously go after in a straight forward way. NARRATOR: Civic and business leaders, organizations and all segments of the community need to be brought into the process either through direct involvement or public information campaigns.
72.	Pic: Diagram--public participation process	NARRATOR, continuing: Combining their ideas with those of elected officials and planners usually results in a quality plan, acceptable to most people before implementation.
73.	Pic: Streams commission meeting	NARRATOR, continuing: Constituency building also brings about a continuing base of support. For instance, Betty Chandler is still involved as a member of the Citizens' Advisory Commission which monitors the Utility and all aspects of storm water management in the city of Bellevue. (MEETING: "Hector says he's not in the position to rule." . . . "Right, I understand, yeah.")

74.	Pic: Drainage Master Plan	NARRATOR, continuing: The story continues today with a small group of the opposition planning to challenge the Utility in court. And when the Utility resumed billing in the Summer of 1977, angry citizens complained. But it was nothing compared to the earlier eruption which effectively derailed a model plan for years and became the worst crisis of confidence in Bellevue's history.
75.	Pic: City Hall	NARRATOR, continuing: While it was a real ugly kind of a thing, I think that a whole lot of good came out of it.
76.	Pic: City Hall door open	NARRATOR, continuing: An entirely different climate prevails down at City Hall.
77.	Pic: City Council meeting	NARRATOR: continuing: And the people, I think, found out that our system that started a long, long time ago, really did work.
78.	Pic: Credits: Developed by Hall & Associates	(MUSIC)
79.	Credits: Produced by Coburn & Keith for EPA	NARRATOR: You can't run a government talking to yourself, you have to run a government talking to other people.
80.	Black slide	(MUSIC STOPS)

Produced for
Hall & Associates

By
Julie Argue Coburn
& Nancy Keith, Seattle

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Working for Clean Water is a program designed to help advisory groups improve decision making in water quality planning. It aims at helping people focus on essential issues and questions, by providing trained instructors and materials suitable for persons with non-technical backgrounds. These materials include a citizen handbook on important principles and considerations about topics in water quality planning, an audiovisual presentation, and instructor guide for elaborating points, providing additional information, and engaging in problem-solving exercises.

This program consists of 18 informational units on various aspects of water quality planning:

- Role of Advisory Groups
- Public Participation
- Nonpoint Source Pollution: Agriculture, Forestry, and Mining
- Urban Stormwater Runoff
- Groundwater Contamination
- Facility Planning in the Construction Grants Program
- Municipal Wastewater Processes: Overview
- Municipal Wastewater Processes: Details
- Small Systems
- Innovative and Alternative Technologies
- Industrial Pretreatment
- Land Treatment
- Water Conservation and Reuse
- Multiple Use
- Environmental Assessment
- Cost-Effectiveness Analysis
- Wastewater Facilities Operation and Maintenance
- Financial Management

The units are not designed to make technical experts out of citizens and local officials. Each unit contains essential facts, key questions, advice on how to deal with the issues, and clearly-written technical backgrounds. In short, each unit provides the information that citizen advisors need to better fulfill their role.

This program is available through public participation coordinators at the regional offices of the United States Environmental Protection Agency.